

4.5 CULTURAL RESOURCES

Culturally significant resources are generally separated into two categories: archaeological resources and historical resources. The following section addresses the project's potential to adversely affect archaeological and historical resources at the project site. This analysis is based on existing data review and field inspection of the project site and adjacent areas.

As described in Chapter 4, where appropriate and relevant, the analysis in this section identifies the differences in impacts that would be anticipated to occur with implementation of the project under 4 conditions: budgeted inmate capacity, maximum design inmate capacity, single level design option, and stacked design option. In the case of cultural resources, impacts result only from the design characteristics (single level or stacked design option) of the project that would alter the footprint of the facility. The number of inmates housed at SQSP would have no bearing on this issue and is not considered in this analysis.

The background research conducted for the project included a review of available information, including National Register of Historic Places (NRHP) and California Register of Historical Resources (CRHR) listings, at the Northwest Information Center (NWIC) at Sonoma State University. In addition, an architectural inventory of structures on the project site and within the existing SQSP boundaries was performed by Myra Frank Associates/Jones and Stokes Incorporated (2004). The results of this inventory are described in this section. CDC will initiate consultation with the State Historic Preservation Officer (SHPO) to confirm the findings presented in this section.

4.5.1 EXISTING CONDITIONS

REGIONAL PREHISTORY

The earliest archeological study that included the project site (Nelson 1909) is also one of the most valuable because Nelson mapped Indian shell mounds in the San Francisco Bay area before the increasing pace of development destroyed a majority of these resources. Nelson recorded two sites near the project site. Excavations were conducted at one of these sites (CA-MRN-80) in 1955 by Treganza (1957) who recovered a large number of artifacts as well as eight burials. The second site (CA-MRN-79) was tested in 1980 and found to be almost totally destroyed by previous grading activities (Archeo-Tec 1980b).

A third site (CA-MRN-255) was also recorded by Treganza in the project area. All investigators at this site noted that the upper levels of the site had been destroyed. In reference to this site, an 1860 article in the *Marin* journal reported that "an Indian rancheria of great depth was excavated near San Quentin. Fifteen or sixteen Indian skulls were removed" (Holman Associates 1979). Artifacts found at the site indicated that it was occupied in the Middle Horizon, a cultural period extending from about 2000 B.C. to A.D 250 (Archeo-Tec 1980a). Evidence of later occupation was probably removed with destruction of the upper levels of the site.

In 1980, Archeo-Tec conducted a subsurface examination within the prison grounds. No cultural material was observed; however, cartographic data of considerable importance was collected (Archeo-Tec 1980a). Early maps of salt marsh areas in the San Quentin vicinity showed that virtually the entire project site was a marshy inlet until it was filled sometime during the early years of this century. Only the far northern edge of the project site, nearest the central ridge of the peninsula, and the hill on the western side of the project site, now known as Dairy Hill, could have been dry enough to allow prehistoric habitation (Peak & Associates 1990).

Regional Ethnology

The project site is within the ethnographic territory of the Coast Miwok. There is evidence, from a newspaper account (Taylor 1914) and from an 1860 map of the area, which shows "Aldea de los primero

habitants – los viejos” in the area of one of the previously recorded archaeological sites, of a Coast Miwok village on San Quentin Point during the historic era. Taylor places a village somewhere on San Quentin Point in 1849. This location may have been used only after contact with the whites, excluding the much earlier occupation known through archeology. The most recent summary of Coast Miwok ethnology (Kelly 1978) places the nearest main village, “awani-wi,” just north of San Rafael.

The Coast Miwok occupied what is now Marin County and part of Sonoma County, as far north as Sebastopol. There is extensive coastline in this territory and resources from the sea and salt marshes were important for Coast Miwok subsistence.

REGIONAL HISTORY

There are assertions that Sir Francis Drake may have landed on or near the project site in 1579, but no solid evidence supports this conclusion. Despite its location on San Francisco Bay and its possible connection with Sir Francis Drake, Point San Quentin was relatively undeveloped until more recent times. In 1852, 20 acres of land was sold to the State for establishment of a prison. For many years the prison was the only substantial structure on Point San Quentin.

The original prison property did not encompass the project site. This area was a marshy inlet at that time. The only other structure shown on Point San Quentin prior to 1868 is a single residence. The notations “Brick kiln,” “stack,” and “Old Brickyard” are identified on an 1868 map west of the site. The kiln and stack that are now on the subject property to the west (i.e., off the project site) were built in 1891 and continued operation until 1913. They were placed on the NRHP in 1978.

The early prison economy included a brick making operation that used clay deposits located on the prison grounds. These clay deposits were soon exhausted after initial excavations. Other activities included a prison farm located near Dairy Hill. In more recent years, Dairy Hill was used for temporary storage of transformers.

Other historical activities in the project area include the construction of the stucco houses just north of the project site. These houses were constructed for prison employees and their families. A school located on the northern portion of the project site was established at the same time. The school structure is currently used as a prison support structure (i.e., employee gym). The residences and school are discussed in more detail below.

RESOURCES ON OR ADJACENT TO THE PROJECT SITE

Archaeological Resources

A records search was conducted for the project site in May 2004 by the NWIC. This search included review of the NRHP and CRHR listings, as well as a review of historic maps of the project site and surrounding area. Although the records search did not identify any previous studies or previously recorded sites within the SQSP boundaries, a cultural resources assessment of the project site was conducted in 1990 for a project that was never implemented by CDC (Peak & Associates 1990). This report was not submitted to CRHR or local historic preservation society but was prepared on behalf of CDC. A copy of this report is available for review at CDC, 501 J Street, Sacramento, California.

A qualified EDAW archaeologist performed a reconnaissance-level survey of the project site to identify any visual evidence of archaeological material on the ground surface. Much of the project site has been previously developed and covered with impervious surfaces (e.g. asphalt, gravel) such that survey of open areas where archaeological resources could potentially be viewed was not possible. Areas that were visible were inspected for evidence of archaeological resources, however no archaeological material was identified.

Historical Resources

Historical Resources on the Project Site

SQSP, first established in 1852, is California's oldest and best known prison, and is the only state prison housing condemned male inmates. The period of significance of a historical resource is the length of time from when a property was associated with important events, activities, or persons, and attained the physical characteristics that convey its historical significance. Period of significance usually begins with the date significant activities or events took place. For buildings, the period of significance usually ends with the date of a major alteration or 50 years prior to the date of evaluation. Both NRHP and the CRHR have established 50 years as a time period to understand the historic importance of a resource. Events and activities that occurred within the last 50 years must be exceptionally important to be recognized as historic and to justify extending a period of significance beyond the limit of 50 years. The period of significance for SQSP is 1852 to 1954 (its origin to 50 years ago).

A number of structures including shops, storage facilities, barracks buildings, and an abandoned detergent plant and wastewater treatment plant are located on the project site. The assessment conducted by Peak & Associates (1990) identified the old schoolhouse as the only aged resource within the project site.

SQSP is not listed in the NRHP or the CRHR, however certain buildings and structures within the existing SQSP boundaries would likely meet the criteria for listing in both registers. The architectural inventory conducted for the project by Myra Frank Associates/Jones and Stokes (2004) identified one historic-era building within the project site (i.e. the San Quentin school house) that appears eligible for listing in these registers. This is discussed in more detail later in this section.

Historical Resources Adjacent to Project Site

Two buildings located adjacent to, but outside of the boundaries of the project site were identified as being potentially eligible for listing on the NRHP and CRHR. These buildings include guard tower 5, and warehouse 4 (with warehouse 2 and 3). These resources are discussed in more detail later in this section. Other significant buildings located on the prison grounds (east of the project site) that retain integrity and were constructed within the period of significance (50 years ago or more) would likely be eligible for listing based on their association with development of the California correctional system. For example, seismic retrofit studies completed in 1995 through 2000, indicate that the east Block, south Block, north Block, and Neumiller Infirmary are known to have been treated as important State-owned historical resources under PRC 5024.5. Other buildings that are of importance in the history of SQSP, such as the Old Spanish Prison (located in the main complex) are presumed to be historical resources even though they have never been formally evaluated and were not identified in the records search.

The construction chronology of facilities and structures located at SQSP is presented in Table 4.5-1 and identifies the buildings constructed within SQSP's through 1989. This chronology is not intended to evaluate whether or not such buildings retain integrity or are otherwise significant. The majority of information in the following table was summarized from an information pamphlet, *Historical Background of San Quentin*, provided by the CDC, last revised in 1996. Additional information was obtained from the SQSP: East Cell Block—Summary Historic Evaluation Report, prepared by Carey & Co. (1995). Buildings and structures located within the project site that could be affected or otherwise altered by the project are identified in a bold font. Exhibit 4.5-1 depicts the project site and SQSP as viewed from the Larkspur Ferry.

<p align="center">Table 4.5-1 Chronology of Important Events and Construction at San Quentin State Prison</p>	
1824	Indian Sub Chief Quentin (or Kaynteen) was captured on the SQSP site by Mexican soldiers and imprisoned in what is now known as the Presidio in San Francisco. The SQSP site became known as Puerta de Quentin.
1850	The U.S. Coast Survey Team named the site Point San Quentin, thereby erroneously sanctifying the name Quentin.
1851	A prison ship, the Waban, was anchored near Angel Island, three miles southeast of San Quentin.
1852	<p>July 7: 20 acres of land was purchased for \$10,000 at Point San Quentin.</p> <p>July 14: the prison ship Waban (with 40 to 50 prisoners) arrived and was anchored at Point San Quentin.</p> <p>September 5: The deed was granted for brickyard—bricks used for prison construction. [The location of the brickyard is identified on the General Land Office Plat Map, Township 1N, Range 6W, MPB&M, 1865.]</p> <p>October 12: the contract was negotiated to build the first cell block (a.k.a. the Old Spanish Prison).</p>
1853	Warden's residence was constructed for \$14,453 (frame construction, 41' x 65').
1854	The main entrance-guard quarters was constructed for \$11,566.83 (brick & concrete construction, 66' x 69' front portico, wings 37' x 191' and 37' x 84').
1855	A contract was executed for James Smiley to construct the prison walls using prison labor for \$180,000 (lower 10' constructed of rough hewn stone, upper 10' constructed of brick, with a 4' capstone).
1857	A cell building, a 30' x 600' work shop, the officer's quarters and the office building were constructed.
1859	<p>The hospital, library, chapel and tubercular ward were constructed for \$9,472 (brick & concrete construction, 52' x 439', addition constructed in 1885).</p> <p>The Captain of Yard's office was constructed for \$9,424 (brick construction-demolished in 1956).</p> <p>Folsom was selected as the location of the second state prison to alleviate overcrowding at San Quentin; the first transfer of inmates to Folsom did not occur until 1880.</p>
1861	The State assumed permanent control of administration of San Quentin.
1868	A new prison building was constructed to the design of San Francisco architect A.A. Bennett, who served as State Architect from 1876-1883.
1875	Construction of the second and third units of the Old Spanish Prison were completed. (Carey & Co. 1995)
1882	The shops and factory were constructed (4-story, brick construction, 56' x 386', demolished in 1978)
1883	The fourth unit of Old Spanish Prison was constructed for \$40,351 (brick construction, 22' x 173').
1885	Building additions to hospital, library, chapel and tubercular ward were constructed for \$15,258.77.
1893	<p>March 23, the state legislature passed the first parole law.</p> <p>Post #3 completed for \$590 (reinforced concrete construction, 14' diameter, no longer extant).</p>
1902	July 1, Warden M.G. Aguirre reported the net profit from operation of the jute mill for the three previous years as \$133,235.75.
1904	Building 50 (portion) and warehouse 2, 3, and 4 were constructed. There are some alterations to these three adjoining warehouse buildings, such as a stucco coating over brick, and conversion of a slightly pitched roof to a flat roof, but overall, the warehouses retain their historic character. The warehouses have arched doors, a roof parapet, pin hinges on interior doors (probably original). There are several major cracks, which indicate seismic instability.
1906	Building 67 and the Detergent Plant/Old Slaughter House were constructed. There are many alterations

<p align="center">Table 4.5-1 Chronology of Important Events and Construction at San Quentin State Prison</p>	
	to this deteriorated and neglected brick building, which include a corrugated metal addition in 1961, and a more recent concrete block wall addition on the east elevation. The windows on the east side have been replaced with sash. A drainage ditch is located on the east side of the building. The earthen ditch has a rip-rap lining.
1909	On April 5th, drawings were completed by the State of California Department of Engineering for the construction of new prison buildings, including plans and elevations of exterior buttressed wall, main (south) wing, rotundas linking wings, “right rear” (east) wing and “left rear” (west) wing. The new building drawings were annotated as follows: “Adopted by the Advisory Board / August 8, 1911.” (Carey & Co. 1995)
1910	Construction begins on the south block and walls. A contemporary text [not cited] on California prisons notes: “The main wing (south block) of the new cell building at San Quentin is now almost completed, and will represent the highest development of modern prison construction. The building is of reinforced concrete, 570 feet long, sixty feet wide, with walls nearly seven feet thick at the base and three and one-half feet thick at the top, and forty-six feet high...All of the labor has thus far been done by the prisoners...The plans of the prison authorities call for two additional wings, one flaring from each end of, and connecting with, the main building...Walls connecting the new building with the old will enclose two additional yards, permitting the segregation of the prisoners into three classes at all times.” (Carey & Co. 1995)
c. 1912	Some of the staff residences to the north side of Valley Way were constructed of wood frame in the Craftsman Bungalow style.
1912	The general mess building (south dining hall) was constructed for \$40,415 (reinforced concrete construction, 187' x 206').
1913	<p>Striped inmate uniforms were abolished by Warden John E. Hoyle.</p> <p>South block was constructed for \$304,644 (reinforced concrete construction, 75' x 574'). With 800 cells, South Block was considered the largest cell block in the world until it was divided into four sections in 1948. There is a photograph of south block and south dining hall in the September 1918 issue of Architect and Engineer of California (page 113, note: the captions are reversed).</p> <p>A salt water pumping plant was constructed (reinforced concrete, 17' x 26').</p> <p>A refrigeration plant was constructed (reinforced concrete construction; after 1975 the building served as the maximum custody non-contact visiting area).</p> <p>Building 51 (the old barn) was constructed. Previously a horse barn, the building was modified to serve as office space in 1991. The building is currently used for storage.</p>
1918	The guards auditorium was constructed for \$12,133 (reinforced concrete, 45' x 76').
1923	Building 95, the San Quentin School House (Valley Way) was constructed. This building has few exterior alterations and has been closed since 1965. The building is currently used as a recreational facility, which may have resulted in some interior alterations. There are granite walls with concrete caps serving as retaining walls on the southern elevation.
1925	The boiler room was constructed for \$70,237 (brick & concrete construction, 45' x 60').
1926	Staff residences, numbers 1-16 Valley Way, were constructed of wood frame and stucco, generally in the English Revival style. Residences 1, 3 5, 7, 9, 11, 13, and 15 are adjacent and north of the project site. All appear to have been altered by a porch enclosure, the windows replaced with aluminum sash, and some window openings were re-sized. Residence 9 also has a handicap ramp built on top of the stairs, an essentially reversible alteration.
1927	<p>West block construction was completed, adjacent to existing exterior wall (Carey & Co., 1995)</p> <p>The female prison, now the Neumiller Infirmary, was constructed for \$147,583. The building was constructed of reinforced concrete, and measured 127' x 141'. This facility converted to a hospital in</p>

Table 4.5-1 Chronology of Important Events and Construction at San Quentin State Prison	
	<p>1934 after the female prisoners were transferred to Tehachapi.</p> <p>The yard shed was constructed through private donation.</p>
1930	East block was constructed for \$304,664 adjacent to existing exterior wall of east rotunda. The facility was constructed of reinforced concrete (63' x 340') on reinforced concrete foundations with concrete floors, stucco finished walls and a slate roof. The facility provided 570 cells that could house 1,140 inmates. It should be noted that this facility was not built exactly to 1909 plans. (Carey & Co., 1995)
1932	<p>May 16: final plans were completed for north cell block and solitary confinement.</p> <p>Female prisoners were moved from San Quentin to Tehachapi Women's Prison.</p>
1933	Building 50 (portion), warehouse 5, appears to have been substantially altered with changes to the windows, doors, and loading area.
1934	The north block was constructed (Carey & Co., 1995).
c. 1936	The death row housing unit was constructed above north block as a segregated sixth floor maximum security unit with a capacity of 68 single cells.
1936	Building 76, the dairy building, was constructed. The dairy building has undergone many alterations, especially wall partitions for internal rooms. The dairy, chicken ranch and hog ranch were operated by members of the Jordon family until 1966. The windows, siding, and doors have been replaced. There is chain link infill in some areas. The building is currently used as a shop.
1938	Building 65, the landscaping department building/out grounds/green house, was constructed. This building has a full panel corrugated metal sliding door and sash windows.
1944	Building 54 was originally built as a garage. The building is now used for storage.
1945	The first rules and regulations of the Department of Corrections were issued; the inmate welfare fund was established; the term "guard" was changed to "correctional officer."
1946	Steel quonset huts were installed in lower yard for vocational plumbing, painting, and other programs; they were demolished in 1978.
1946	Tower 5 was constructed. Tower 5 has had no apparent alterations.
1947	The prison name changes from San Quentin State Prison to San Quentin Correctional Training Facility.
1950	The west block annex was constructed as offices for a reception center.
1950	Building 73, old veterinary building, was constructed. Some windows have been replaced.
1950	The old butcher shop building, near dairy building (76) was constructed. The building appears to have been layered with stucco.
1950	Building 71, ranch kitchen/dining hall, was constructed. Some of the doors have been replaced. Character defining features include sash windows and decorative truss and wood paneled ceiling. There are incompatible additions: a concrete block addition on the south façade and an addition with wood panel exterior on the south elevation, adjacent to the kitchen.
1954	End of 50-year Period of Significance for San Quentin State Prison, as of 2004.
1955	The old jute mill burned down.
1956	The cotton textile mill opens; its production ceased in 1969.
1956	Construction of CMU Buildings.
1958	The chapel complex was constructed.
1959	The adjustment center was constructed (Carey & Co. 1995).
1961	The refrigeration building, opposite dairy building (76) was constructed. This building has metal siding with metal casement windows, and a metal sliding door.

Table 4.5-1 Chronology of Important Events and Construction at San Quentin State Prison	
1965	June 1: Construction began on the inmate activities building (gym, on the site of the old jute mill).
1967	Major inmate disturbances erupted, including assaults, stabbings, and shootings. The west block annex was partially destroyed by fire. A major renovation effort including classrooms and guard posts was described by Nelson [not cited]: “All sections have recently been completely renovated with fire alarms and sprinklers, new plumbing, electrical, heat and air interchange and then repainted as part of renovation programs. Due to the fact that salt water had originally been used in all the cell blocks until 1967 for showers and commodes, the piping had deteriorated to the extent that not only did new plumbing have to be provided for the new fresh water system, but new toilets and sinks as well.” (Carey & Co., 1995)
1969-70	“Job Core” portable buildings were moved to San Quentin for 108 inmate housing units.
1971	Correctional Officer Leo Davis was murdered by inmates who were part of the “Black Panthers” revolutionary group; Inmate George Jackson freed 23 inmates who proceeded to kill three correctional officers: Sergeant Jerry Graham, Frank Deleon, and Paul Krasenes; As a result, San Quentin State Prison is nearly closed by the Governor.
1983	H-Unit was constructed for \$3 million.
1985	Level IV prisoners are transferred from San Quentin to newly operational maximum security prisons in other areas of California; San Quentin becomes a Level II prison.
1988-89	The inmate dorms were constructed, replacing “Job Core” units.
Source: Myra Frank Associates/Jones & Stokes Associates 2004	

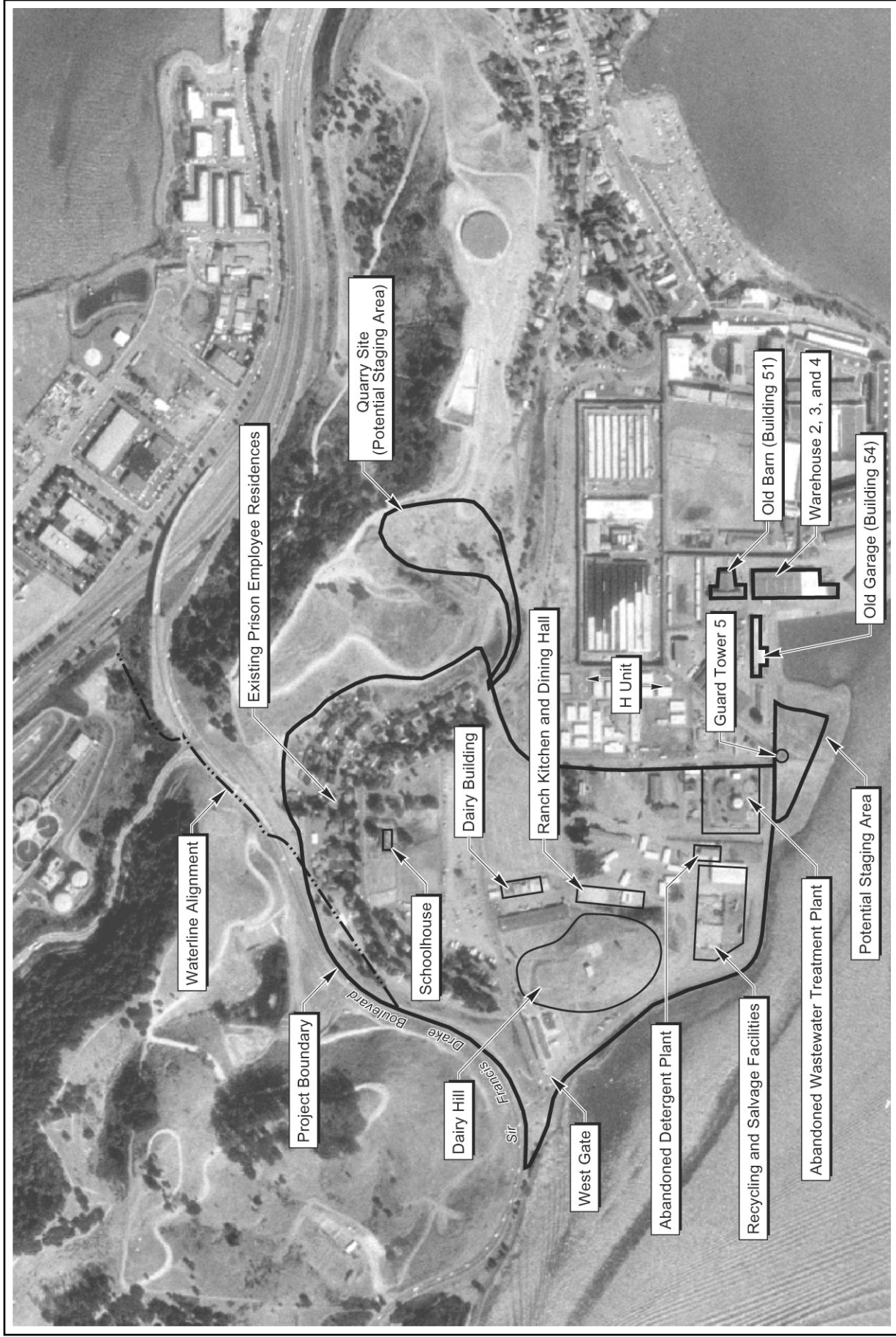


Exhibit 4.5-1 Existing view of project site in the foreground. The south and north cell blocks are visible in the background, to the right of frame.

Known Important Cultural Resources at SQSP

Historically Significant Structures

Three (3) buildings on or adjacent to project site were identified as historically significant, and include warehouse 4 (with warehouses 2 and 3, building 50, built 1904), the schoolhouse (building 95, built 1923), and tower 5 (building T-5, built 1946). These buildings are described in greater detail below and identified in Exhibit 4.5-2.



Source: Kitchell 2003; EDAW 2004

Buildings and Features on and Adjacent to the Project Site

EXHIBIT 4.5-2





Exhibit 4.5-3 Warehouse 4 (with warehouse 2 and 3)

Warehouses 2, 3, and 4 (Exhibit 4.5-3) are located east of the project site outside the proposed development area. These buildings are historically significant because they are the oldest buildings remaining at SQSP. These buildings were used for loading and unloading of prison supplies and products from ships entering San Francisco Bay. As shown in Exhibit 4.5-2, there have been some alterations to the adjoining warehouse buildings, including stucco coating over brick, and conversion of a slightly pitched roof to a flat roof. However, these buildings have retained their historic character. Warehouse 4 has retained most of its historic character and, in comparison to the other warehouse buildings, is the most historically significant building. Warehouses 3 and 4 have arched door openings. Warehouse 4 has a roof parapet and pin hinges on interior doors, which are likely the original pins. The presence of several major cracks in warehouse 3 indicate that it may be seismic instable. Warehouse 2 has the least architectural significance, and has lost some integrity because it appears to have been shortened in the rear.



Exhibit 4.5-4. San Quentin Schoolhouse (Building 95, built 1923)

The San Quentin schoolhouse building (Exhibit 4.5-4) is located on Valley Way, in the northern portion of the project site. This schoolhouse was the third school constructed at SQSP. There have been very few exterior alterations to this building. Some windows have been replaced and the building has been re-roofed. The school closed in 1965 and the building is currently used as a recreational facility (i.e., gym). The current use resulted in some interior alterations. For example, carpet was installed in some rooms and some fixtures were replaced. There are granite walls with concrete caps serving as retaining walls on the southern elevation. The retaining wall is an attractive feature, but it is not a character-defining feature of the schoolhouse building because the original retaining walls were concrete, not stone. The schoolhouse is historically significant because of its architectural character, a blend of the Romanesque and English Revival style. Further, because there have been very few alterations to the schoolhouse over the years, it retains several aspects of integrity, including materials and workmanship as well as feeling and association. Although this was the third school constructed at SQSP, this is the only schoolhouse remaining on the prison grounds. As such, it is a visible reminder of the prison's facilitation of prison employees and their families.



Exhibit 4.5-5. Tower 5 (Building T-5)

Tower 5 (Exhibit 4.5-5) was constructed along the shoreline of San Francisco Bay in 1946. This tower appears to have no apparent alterations. Tower 5 is historically significant because it is a resource type unique to a prison, was constructed within SQSP's period of significance, and retains all aspects of integrity.

Other Structures at SQSP

Fifteen (15) buildings constructed at SQSP prior to 1954 were found not to be historically significant because these structures lack architectural quality or integrity. These buildings are described below and identified in Exhibit 4.5-2.



Exhibit 4.5-6. Detergent Plant/Old Slaughter House (Building 67)

The detergent plant/old slaughter house building (Exhibit 4.5-6) is located in the southern portion of the project site and has undergone several alternations. This facility ceased operations around 1988. There is evidence of long-term deterioration and neglect as a result of its discontinued use. This building was originally constructed in 1906, a corrugated metal addition was added to the building in 1961, and a concrete block wall addition on the east elevation was constructed more recently. The windows on the east side have been replaced with sash. A drainage ditch is located on the east side of the building. Even though this building is believed be the oldest agricultural building on the SQSP, the integrity of the construction materials, design, workmanship, feeling, and association have been substantially diminished. Therefore, this building would not qualify as a historical resource eligible for listing on the CRHR.



Exhibit 4.5-7. Staff Residences Located Along Valley Way

The staff residences (Exhibit 4.5-7) in the northern portion of the project site were constructed in 1926 of wood frame and stucco, generally in the English Revival style. All residences appear to have been altered by a porch enclosure, their windows replaced with aluminum sash, and some of their window openings were re-sized. A handicap access ramp was constructed over the entry stairs of residence 9. This

alteration appears to be reversible. Staff residences 1-13 (odd numbered) exhibit limited architectural quality and have lost some integrity of materials and design and are not individually significant historical resources. However, these homes may contribute to a historic district (consisting of SQSP staff residences on the project site) because of their architectural similarity and shared history. The potential for a historic district has not yet been established and is contingent upon further research and discussion with SHPO. Some other staff residences located along the north side of Valley Way were constructed circa 1912 in the Craftsman Bungalow style and exhibit a higher degree of architectural quality compared to staff residences 1-13 (odd numbered).



Exhibit 4.5-8. Warehouse 5 (portion of Building 50)

Warehouse 5 (Exhibit 4.5-8), located east of the project site, was constructed in 1933. This building appears to have been substantially altered with changes to the windows, doors, and loading area. Because this building does not represent the oldest warehouse building at SQSP, and lacks sufficient architectural quality and integrity, it would not qualify for listing on the CRHR.



Exhibit 4.5-9. Dairy Building (Building 76)

The dairy building (Exhibit 4.5-9), located within the project site, was constructed in 1936 and has undergone several alterations including partitioning for internal rooms. The dairy, chicken ranch, and hog ranch was operated by members of the Jordon family until 1966. This family is not viewed as having been important either in the prison history or California history. The windows, siding, and doors of the building have been replaced. There is chain link infill in portions of the building. This building is currently used as a shop. Because of the alterations and its lack of architectural quality and integrity, this building would not qualify for listing on the CRHR.



Exhibit 4.5-10. Landscaping Department Building/Out Grounds/Green House (Building 65)

The landscaping department building (Exhibit 4.5-10), located within the project site, was constructed in 1938. This building has a full panel corrugated metal sliding door and sash windows. While it largely retains integrity from its construction in 1938, it lacks adequate architectural quality or historical significance to qualify for listing on the CRHR.



Exhibit 4.5-11. Tool Control/Old Veterinary Building (Building 73)

The tool control/old veterinary building (Exhibit 4.5-11), located across from the dairy building, was constructed in 1950. Some windows have been replaced, but overall this building retains all aspects of integrity. However, it does not have sufficient architectural character or historical significance to qualify for listing on the CRHR.



Exhibit 4.5-12 Old Butcher Shop Building, near Dairy Building (Building 76)

The old butcher shop building (Exhibit 4.5-12), located within the project site, was constructed in 1950. This building appears to have been layered with stucco and converted to office uses. It lacks sufficient architectural quality and integrity to qualify for listing on the CRHR.



Exhibit 4.5-13 Ranch Kitchen/Dining Hall (Building 71)

The Ranch kitchen/dining hall (Exhibit 4.5-13), located in the center of the project site, was constructed in 1950. The character defining features include sash windows and decorative truss and wood paneled ceiling. It appears that there have been several incompatible additions to this building including a concrete block addition on the south façade and a wood panel exterior addition on the southern elevation, adjacent to the kitchen. Some of the building doors have been replaced over the years. Even though the Ranch kitchen/dining hall has some attractive interior elements and was constructed within SQSP's period of significance, the multiple additions have diminished its integrity such that it would not qualify for listing on the CRHR.



Exhibit 4.5-14. Old Barn (Building 51)

The old barn (Exhibit 4.5-14), located east of the project site, was constructed c.1913. The building has had several uses over the years, including having served as a barn and a repair shop. The building was converted to office use in 1991 and is currently used for storage. Alterations include the removal of most of the interior stalls, the construction of a staircase, and the creation of an entryway on the northern portion of the building. The exterior ramp is not original and appears to have been rebuilt within the past 20 years. This building lacks sufficient integrity and architectural quality to qualify for listing on the CRHR.



Exhibit 4.5-15. Old Garage (Building 54)

Building 54 (Exhibit 4.5-15) is located east of the project site. This building was constructed in 1944 as a garage. The west end of the building was rehabbed ca. 1990 to facilitate a vocational auto instruction program. Most of the modifications were undertaken on the interior of the building, including the addition of more rooms. Metal roll-up doors were added on the exterior. This building is now used for storage. Several major cracks may indicate seismic instability. This building lacks sufficient architectural character and historical significance to qualify for listing on the CRHR.

4.5.2 REGULATORY BACKGROUND

CEQA and the State CEQA Guidelines provide five basic definitions as to what could qualify as a historical resource. Specifically, CEQA §21048.1 (Division 13 of the California Public Resources Code[PRC]), in relevant part, provides a description for the first three of these definitions, as follows:

a historical resource is a resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources. Historical resources included in a local register of historical resources, as defined in PRC §5020.1(k), are presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant. The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources, not included in a local register of historical resources, or not deemed significant pursuant to criteria set forth in PRC §5024.1(g) shall not preclude a lead agency from determining whether the resource may be an historical resource for purposes of this section.”

Each of the first three definitions provided in the CEQA statute are described in further detail below, followed by a list of any on site or nearby historical resources that could meet those definitions.

- **Definition 1: Listed in the CRHR.** There are several ways in which a resource can be listed in the CRHR, which are codified under Title 14 CCR, §4851 as follows:
 - a. A resource can be listed in the CRHR by the State Historical Resources Commission.
 - b. If a resource is listed in or determined eligible for listing in the NRHP, it is automatically listed in the CRHR.
 - c. If a resource is a California State Historical Landmark, from No. 770 onward, it is automatically listed in the CRHR.

A historical resource may be eligible for inclusion on the CRHR if it:

1. is associated with events that have made a significant contribution to the broad patterns of California's history or cultural heritage;
2. is associated with the lives of persons important in our past; or
3. embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
4. has yielded, or may be likely to yield, information important in prehistory or history.

A resource must also retain the integrity of its physical identity that existed during its period of significance. Integrity is evaluated with regard to retention of location, design, setting, materials, workmanship, feeling and association.

There are no historical resources on or adjacent to the project site currently in the CRHR.

- **Definition 2: Determined eligible for the CRHR by the State Historical Resources Commission.**

There are no historical resources on or adjacent to the project site that have been formally determined eligible for the CRHR.

- **Definition 3: Included in a local register of historical resources.** Per PRC §5020.1(k): "Local register of historic resources" means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.

Because SQSP is a state-owned facility, local agencies (i.e. Marin County) have no such historic designations that apply to resources at SQSP.

State CEQA Guidelines §15064.5 supplements the statute by providing two additional definitions of historical resources. An historical resource is a resource that is:

- **Definition 4: Identified as significant in an historical resource survey meeting the requirements of PRC §5024.1(g), which are as follows:** A resource identified as significant in an historical resource survey may be listed in the CRHR if the survey meets all of the following criteria:

- (1) The survey has been or will be included in the State Historic Resources Inventory.
- (2) The survey and the survey documentation were prepared in accordance with office procedures and requirements.
- (3) The resource is evaluated and determined by the office [of Historic Preservation] to have a significance rating of Category 1 to 5 on DPR Form 523.
- (4) If the survey is five or more years old at the time of its nomination for inclusion in the CRHR, the survey is updated to identify historical resources which have become eligible or ineligible due to changed circumstances or further documentation and those which have been demolished or altered in a manner that substantially diminishes the significance of the resource.

Based on information obtained from the records search for the project site, it appears that no comprehensive historical resources surveys have ever been completed at SQSP.

- **Definition 5. Determined by a Lead Agency to be historically significant.** The fifth and final category of historical resources are those that are determined significant by a lead agency. This usually occurs during the CEQA compliance process, such as the preparation of this Draft EIR. According to CEQA Guidelines §15064.5(a)(3), “Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the CRHR (PRC §5024.1, Title 14 CCR, §4852)...”

As described in the preceding section, buildings on the project site (i.e., schoolhouse), and two buildings (i.e., warehouse 4 and tower 5) near the project site were identified as historically significant.

4.5.3 ENVIRONMENTAL IMPACTS OF THE PROJECT

THRESHOLDS OF SIGNIFICANCE

The project would have a significant effect on cultural resources if it would:

- cause a substantial adverse change in the significance of a historical resource;
- cause a substantial adverse change in the significance of an archaeological resource; or
- disturb any human remains, including those interred outside of formal cemeteries.

Historical Resources

State CEQA Guidelines §15064.5, Determining the Significance of Impacts to Historical Resources and Unique Archaeological Resources, has been applied to this project to determine the project’s significant effects on historical resources. Therefore, the project would result in a significant impact if it causes a substantial adverse change in the significance of an historical resource based on the following criteria established by the CEQA Guidelines:

- (b) A project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.
- (1) Substantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration in the resource or its immediate surroundings such that the significance of an historic resource would be materially impaired.
- (2) The significance of an historical resource is materially impaired when a project:
- (A) Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources; or
- (B) Demolishes or materially alters in an adverse manner those physical characteristics [of an historical resource] that account for its inclusion in a local register of historical resources (pursuant to PRC §5021.1(k)), or its identification in an historical resources survey meeting the criteria in PRC §5024.1(g), unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- (C) Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its eligibility for inclusion in the CRHR as determined by a lead agency for purposes of CEQA.
- (3) Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

Archaeological Resources

CEQA protects archeological resources in the following manner:

- When a project would affect an archaeological site, a lead agency shall first determine whether the site is a historical resource, as defined in §15064.5(a) of the CEQA Guidelines.
- If a lead agency determines that the archaeological site is an historical resource, it shall refer to the provisions of PRC §21084.1, and §15126.4 of the CEQA Guidelines, and the limits contained in PRC §21083.2 do not apply.
- ▶ If an archaeological site does not meet the criteria defined in subsection (a), but does meet the definition of a unique archeological resource in PRC §21083.2, the site shall be treated in accordance with the provisions of §21083.2.

EFFECTS ON KNOWN IMPORTANT CULTURAL RESOURCES

Warehouse 4 (with Warehouses 2 and 3)

Warehouse buildings 2, 3, and 4 are located east of the project site adjacent to the existing prison facilities near the SQSP dock. These buildings are sufficiently distant from the project site that construction and operation activities would not alter or otherwise affect these buildings.

Schoolhouse Building

Under the single level design option, project facilities would result in the demolition and removal of the schoolhouse building and the adjacent residences to the north. Because the schoolhouse appears eligible for listing as a historical resource in the CRHR, demolition and removal of this building would be a significant impact under this design option.



Exhibit 4.5-16. View toward the rear of the schoolhouse.

Under the stacked design option, the schoolhouse building would remain in place and a support services building, parking areas, and outer perimeter roadway would be constructed south of the schoolhouse building. The schoolhouse is located on a bluff approximately 10 feet above the plain where the CIC would be constructed. Exhibit 4.5-16 presents a view of the rear of the schoolhouse. Under the stacked design option, the closest facility (i.e., parking areas and support services building) of the CIC would be located approximately 30 feet south (rear) of the schoolhouse, and the closest building, 180 Degree

Housing Unit, would be located approximately 110 feet south of the schoolhouse. The height of the stacked housing unit (the tallest solid structure at the site) would be approximately 44 feet above the ground surface. Because of the 10 foot topographical height differential between the location of this building and the schoolhouse (10 feet higher in elevation), the height of housing unit, relative to the ground level of the schoolhouse would be 40 feet for the stacked design option. When viewing the schoolhouse from Valley Way (north of the schoolhouse), the housing units would be partially visible under this design option, however, they would not materially alter, in an adverse manner, the physical characteristics that convey the historical significance of the schoolhouse and would not cause a substantial adverse change in the significance of the building.

Existing Staff Residences

Under the single level design option, the 57 existing staff residences would need to be removed. CDC is consulting with SHPO to discuss the potential for these residences (collectively) to qualify as a historic district on the CRHR because of architectural similarity and share history. At this time it is unknown whether these residences would qualify as a historic district. Therefore, until SHPO makes a formal determination regarding the historic status of these residences, CDC has identified the removal of these residences as a potentially significant impact. If SHPO does not consider this to be a historic district, removal of these homes would be a less than significant cultural resource impact.

Under the stacked design option, the 57 existing staff residences would remain in place and a support services building, parking areas, and outer perimeter roadway would be constructed south of their location. The residences are located 10-20 feet above the plain where the CIC would be constructed. The closest facility proposed facilities(i.e., parking areas and support services building) would be located approximately 50 feet south of these residences and the closest building, 180 Degree Housing Unit, would be located approximately 130 feet south. The proposed facilities would be visible from some backyard areas of these residences; however, they would not materially alter, in an adverse manner, the physical characteristics of these buildings. Further, because all residences would remain in place, the integrity and unity of the potential historic district would be maintained. This design option would have a less than significant impact on the existing staff residences.

Tower 5

Tower 5 is located between the existing perimeter roadway and the shoreline of San Francisco Bay, immediately south of the project site. The tower is currently not in use and would be located outside of the perimeter of the proposed CIC. The project would not alter or otherwise affect the tower. Further, the project would be compatible with the historic character and setting of Tower 5 because of its historic prison-related function. The use of Tower 5 would not change with the implementation of the project.

The project under either the single-level or the stacked design options would not alter or otherwise affect warehouse 2, 3, and 4 and tower 5. Therefore the project (either design option) would have no impact on these historic resources (4.5-a).

The single-level design option would result in the removal of the schoolhouse. Because the schoolhouse appears eligible for listing as a historic resource in the CRHR, removal of this building would be a significant impact (4.5-b).

The single-level design option would remove 57 staff residences. The historic status of these residences is uncertain. CDC will consult with SHPO to determine whether these residences form a historic district. If it is determined that they form a historic district, their removal would be a significant impact. If they are

not deemed to be a historic district by SHPO, the removal of these residences would be a less-than-significant historic impact (4.5-c).

The stacked design option would not affect the schoolhouse or any of the staff residences. Therefore it would not affect any historically significant or potentially significant structures (4.5-d).

EFFECTS ON UNKNOWN (BURIED) IMPORTANT CULTURAL RESOURCES

Limited archaeological investigations have been conducted within the project site. Previously recorded sites within the vicinity of the project site were either excavated or are no longer extant. Although no archaeological sites are present within the project site, the potential exists to encounter previously undiscovered cultural material during project-related construction activities (i.e., trenching and grading).

Because project-related construction activities could disturb previously unknown, buried important cultural resources, this would be a potentially significant impact (Impact 4.5-e).

4.5.4 PROPOSED MITIGATION MEASURES

LESS-THAN-SIGNIFICANT IMPACTS

The following impact was identified as less than significant. No mitigation is required.

4.5-a: Effects on Known Cultural Resources (Warehouse 2, 3, 4 and Tower 5)

4.5-d: Effects on Known Important Cultural Resources (Stacked Design Option: schoolhouse and staff residences)

SIGNIFICANT IMPACTS THAT CAN BE MITIGATED TO A LESS-THAN-SIGNIFICANT LEVEL

The following impact was identified as potentially significant. Mitigation is available to reduce this impact to a less-than-significant level and is recommended below:

4.5-e: Effects on Unknown (Buried) Important Cultural Resources.

- If earthmoving activities during construction uncover artifacts or unusual amounts of stone, bone, or shell, CDC will stop work in the general vicinity of the find and consult with a qualified archaeologist. If bone is uncovered and the bone appears to be human, California law requires that the County Coroner and the Native American Heritage Commission be notified. Construction personnel shall be alerted to the possibility of buried archaeological resources in the project area prior to construction activities, and shall be educated as to identification of archaeological artifacts.

SIGNIFICANT AND UNAVOIDABLE IMPACTS

4.5-b: Effects on Known Important Cultural Resources (Single level Design Option: Schoolhouse).

Under the single level design option the schoolhouse building would be demolished and removed. If the design option is ultimately implemented, mitigation measures for reducing this impact could include:

- Documentation of the historical conditions at the site,

- Recordation of the resource similar to the standards of the Historic Architectural Building Survey and Historic American Engineering Record (HABS/HAER) (i.e., photographing the site and preparation of a report that documents the history of the building), and
- Submittal of the HABS/HAER documents to the State Office of Historic Preservation (OHP) and to the local historic preservation society.
- Relocation of all or a portion of the schoolhouse building to an available area within the SQSP. The rear of the building is one and a half stories tall as a result of being built on a hillside. The bottom portion of this building would be severed if removed. This portion of the building, however, does not contribute to the overall architectural quality of the building. The architectural quality of the building is primarily conveyed on the front façade.

The recommended mitigation would appropriately document and record the conditions of the schoolhouse building. Further, relocation of the building would preserve the architectural features that potentially qualify this building for historic status. However, even with implementation of recommended mitigation, this impact would not be reduced to a less-than-significant level because the building would either be demolished and removed with no preservation, or the building, although relocated, would be removed from the neighborhood setting, which has contributed to its potential historical status. No other feasible mitigation is available. This impact would be significant and unavoidable.

4.5-c: Effects on Known Cultural Resources (Single-Level Design: Staff Residences)

Under the single level design option, 57 staff residences would be removed. If SHPO deems that these residences form a historic district, their removal would be a significant impact, and CDC would implement the same mitigation measures as under 4.5-b above.

This recommended mitigation, if needed, would also appropriately document and record the conditions of the residences. If relocation of some or all of the buildings is possible, the features could be preserved, but they would not be within their same historic context (relocation of this many houses on other parts of SQSP is not possible due to lack of space) because they would be removed from their neighborhood. No other feasible mitigation is available. This impact would be significant and unavoidable.